

Review of the Real Name Registration (“RNR”) Programme and Proposed Legislative Amendments to the RNR Regulation in Hong Kong

Telecommunications Regulatory Affairs Advisory Committee

21 August 2025



RNR Programme



- The RNR Programme was fully implemented on 24 February 2023, requiring that all SIM cards issued and used locally (including SIM Service Plan and Pre-paid SIM (PPS) cards) must complete real-name registration before service activation
- Enhancement measures since the implementation of RNR Programme:
 - Telecommunications service providers (TSPs) have been required to conduct regular inspections on the registration information of registered PPS cards, step up checks on suspected cases and refer suspected illegal cases for the handling by the Police
 - If the users subject to inspections are unable to verify their registered information in accordance with the instructions of the respective TSPs, the relevant PPS cards will be deregistered and cannot be used
 - Since October 2024, “**iAM Smart**” has been used as the default registration method for Hong Kong identity card holders. For other online registration methods, TSPs will first verify the identity document with their systems followed by manual checking

Proposed Enhancement Measures –

(1) Lowering the registration limit of PPS cards for individual users

- Based on the past verification experiences of TSPs and statistics collected from TSPs
 - ✓ **Only fewer than 5%** of these users would complete the required verification requests of the TSPs. This indicates that many users holding multiple PPS cards possibly register with identity documents that do not comply with existing regulatory requirements, or they had improperly purchased PPS cards using someone else personal details
 - ✓ According to statistical information from TSPs, users who registered one to three PPS cards from each TSP accounted for around **97%** on average of the whole user group
- Preliminarily propose to significantly lower the maximum registration limit for individual users

10 PPS cards per TSP per person



3 PPS cards per TSP per person

Proposed Enhancement Measures – (2)

Establishing new offences to combat improper use of registered SIM cards

- According to the ongoing market surveillance conducted by OFCA,
 - Registered PPS cards have been offered for sale or individuals who offered to provide their personal information for RNR. These undermine the RNR Programme and possibly involve fraudulent activities
- We propose criminalizing the following **three types of activities** by legislative amendments:
 - (i) Providing or soliciting the provision of personal information for the purpose of registering another person's SIM card;
 - (ii) Selling/buying, leasing/renting, lending/borrowing or supplying/acquiring registered SIM cards; and
 - (iii) Possessing SIM cards registered with others' information unless with reasonable cause / excuse, while possession of more than 10 SIM cards registered with others' information will be presumed to have the intent to commit or facilitate the commission of crime

Parties with lawful authority/reasonable excuse will not be affected by the proposed new offences

Proposed Enhancement Measures – (2)

Establishing new offences to combat improper use of registered SIM cards

Proposed Penalties

- Offenders will be liable to a **Level 4 fine (HK\$25,000)** or **imprisonment for 12 months**



Enforcement Agency

- **The Police** will be the primary enforcement agency. OFCA will continue to work closely with the Police to effectively combat illegal activities conducted through telecommunications networks

Timetable

- We are preparing the legislative amendments for the proposals, and target to table the amended regulation to the Legislative Council in **2026**

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Thank you